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# **GM 1.0** | **INTRODUCTION**

## **1.1 Purpose and Scope**

“Growth management” refers to the conscious decision to direct the pattern and rate of development through a set of comprehensive goals, objectives, and planning policies. Implicit in the concept of growth management are two complementary beliefs: 1) that rapid population growth and development have the potential to cause a variety of problems that seriously impact the well being of a city and its residents; and 2) that through adoption of comprehensive objectives and policies, those impacts can be mitigated to an extent that balances competing demands for growth and development, revitalization, and environmental protection. Achieving this balance gives the City an enviable quality of life. The purpose of this Growth Management Element is to describe the various components that, together, create the overall Growth Management Program that guides future development in the City.

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## **1.2 Implementing the Vision and Themes**

The General Plan establishes the vision of the type of community Chula Vista will become. The Growth Management Element serves as the assurance that the vision is achieved, without sacrificing the quality of life enjoyed in the community. The Growth Management Element establishes a framework for directing new development, redevelopment, and community enhancement, and provides the guidance to realize the City's vision.

A full discussion of our eight Themes is found in Chapter 4 of this General Plan. While the Growth Management Element has broad impact, specific focus is placed on the following five Themes:

### **Healthy and Sustainable Economy**

Chula Vista continues to expand its local economy by providing a broad range of business, employment, and housing opportunities that support an excellent standard of living, and improve the ability for residents to live and work locally.

### **Strong and Safe Neighborhoods**

Chula Vista is a diverse, yet integrated, community that celebrates its neighborhoods as the building blocks that make it a great place to live.

### **Healthy and Sustainable Environment**

Residents of Chula Vista cherish the open space and natural resources of our City and continue to protect, enhance, and preserve them.

### **High Quality Community Services**

Chula Vista places a high priority on exemplary community services and facilities, (such as police and fire protection, libraries, and parks and recreation) and continues to ensure that services and infrastructure expand to match needs created by growth and redevelopment.

### **Effective Growth Management and Plan Implementation**

The City of Chula Vista effectively implements the General Plan's vision and goals through coordinated policies and programs, developed with input from residents and business owners.

To reflect the vision established by the General Plan, the key points of Chula Vista's Growth Management Program are:

- Building upon the success of the Growth Management Program as it has been implemented since its inception in 1987.
- Updating City-wide Threshold Standards to reflect current measurement techniques and circumstances.
- Implementing new Threshold Standards that recognize differences between redevelopment and revitalization areas of western Chula Vista, particularly the Urban Core Area, and other areas of the City.
- Establishing criteria and techniques that allow additional control of the rate of development activity.
- Expanding financing programs for infrastructure improvements.
- Improving regional and intergovernmental cooperation.

- Implementing the intent of the Cummings Initiative, adopted by voter initiative in 1988, by planning for and controlling the rate of residential development in the City in order that the services provided by the City and/or service agencies can be effectively gauged in a manner that will not overextend existing facilities and in order that deficient services may be brought up to required and necessary standards.



## 1.3 Relation to Other General Plan Elements and Policies

The Growth Management Element describes the tools to allow the development patterns presented in the Land Use and Transportation Element to take place over time. It considers capacities and generation rates described in the Public Facilities and Services Element and supporting documents to establish Threshold Standards for new development, redevelopment, and revitalization. It recognizes the importance of resources described in the Environmental Element and the contribution they make to the overall quality of life enjoyed by existing and future residents. Where applicable, cross-references are provided in this Growth Management Element to identify where interrelationships with other General Plan elements exist.



## 1.4 Related Plans and Programs

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### 1.4.1 Chula Vista Growth Management Program

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The General Plan Growth Management Element provides the policy framework for Chula Vista's Growth Management Program. In addition to achieving Threshold Standards and regulating the rate of growth, the program includes a systematic application of land use regulation and policies, environmental review, financing mechanisms, and monitoring and enforcement functions. These components have evolved to ensure that development in the City is balanced with other needs, including infrastructure, the quality of life, and open space and financing.

Table 10-1 summarizes the components of the City's Growth Management Program as it is integrated into various local, regional, and state land use planning and development regulation programs.

# GROWTH MANAGEMENT

## CHAPTER 10

Table 10-1 Summary of Chula Vista's Growth Management Plans and Programs		
Growth Management Component	Function	Status
Chula Vista Growth Management Program Report	Establishes program objectives and mechanisms	Adopted in 1991
Chula Vista Growth Management Ordinance (GMO)	Legally establishes threshold standards, administration and compliance mechanisms	Adopted in 1991
Chula Vista Growth Management Oversight Commission	Monitors the CV Growth Management Program	Established pursuant to the GMO in 1991
Cummings Initiative	Limits "up-zoning" to one higher level of density	Passed by CV voters in 1988
Facility Master Plans	Provide plans and preliminary design specifications for major infrastructure projects	Completed and regularly revised since 1987
Area Development Impact Fees (DIF)	Provide financing for development-related infrastructure improvements in Eastern Chula Vista	Originally adopted in 1986 for EastLake and extended to the eastern area in 1998, and updated in accordance with updated Master Plans
Intergovernmental Agreements	Establish terms of cooperation between the City and other public agencies providing municipal services	Service agreements in place related to water, sewage and school construction
Development Review Process	Implements city planning, zoning and subdivision map regulations imposed on new development	"Three-tiered" system of thresholds review, facility identification and financing in place since 1991
Public Facility Financing Plans	Describes public facilities and how they will be funded by a given development project	Adopted for all Sectional Planning Area Plans as required by the GMO
Environmental Analysis	Provide for environmental review of development projects consistent with State law (California Environmental Quality Act or "CEQA")	Conducted for all discretionary proposals deemed to be "projects" under CEQA; some result in preparation of Environmental Impact Report
Development Agreements	Establish terms of cooperation between the City and developers/property owners	Typically negotiated and adopted for Sectional Planning Area Plans
Building Permit Monitoring Agreements	Allocates the number of building permits to assure that Threshold Standards are not exceeded.	Agreements created and implemented as needed.

### 1.4.2 Department and Agency Master Plans

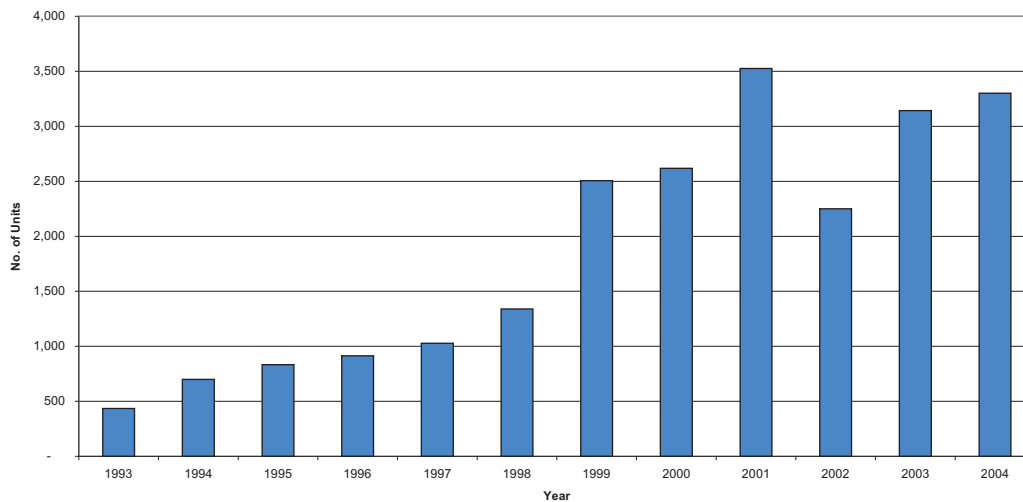
Agencies and departments that provide utilities and services throughout the City prepare and maintain master plans to anticipate demand for services. These master plans typically contain an analysis of existing facilities, existing and projected demand, and proposed maintenance and capital improvement projects. They also identify financing plans to accomplish identified improvements. The agencies and departments typically use growth projections provided by the City and other jurisdictions within their service boundaries.

Departments, agencies, and districts throughout the City that prepare and maintain facility master plans include:

- Chula Vista General Services Department - Engineering Division: Wastewater, Drainage
- Otay Water District: Water
- Sweetwater Authority: Water
- Chula Vista Elementary School District
- Sweetwater Union High School District
- Chula Vista Police Department
- Chula Vista Fire Department
- Chula Vista Public Library
- Chula Vista Department of General Services Civic Center
- Chula Vista Recreation Department
- Chula Vista Public Works Department: Transit

**Figure 5-1**

**Residential Growth in Chula Vista 1993 - 2004**



## 2.0 | GOAL

The overall goal of the Growth Management Element is:

To direct and coordinate growth and development in ways that maintain and consistently endeavors to improve the quality of life for current and future residents of Chula Vista.

## **GM 3.0** | **PLANNING FACTORS, OBJECTIVES, AND POLICIES**

There are several planning factors involved in achieving the goal of the Growth Management Element. Such factors are discussed in Sections 3.7– 3.13 of this element. Each factor has at least one objective, or focused goal, and each objective has at least one policy, which describes how the City will meet the objectives.

### **3.1 Reasons for Growth Management in the City of Chula Vista**

The ultimate aim of growth management is to achieve a high “quality of life” for existing and future residents throughout Chula Vista. An optimum rate of growth provides for a healthy and sustainable community. At the core of the Growth Management Program lie the Threshold Standards imposed primarily to assure adequate infrastructure and services are in place as development occurs, and to control the rate of growth.



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#### **3.1.1 Eastern Chula Vista**

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During the late 1980s, the City of Chula Vista, in response to rapid development in the eastern portion of the City, created a multi-faceted growth management program that assures infrastructure and facilities are constructed concurrently with growth. While the methods and details of these policies and their implementation have evolved over time, their legacy has resulted in the creation of new neighborhoods offering a diversity of housing types and densities, served by well-planned and adequate infrastructure and public facilities.

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#### **3.1.2 Western Chula Vista**

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Western Chula Vista, with its established neighborhoods and commercial areas, presents the challenge of maintaining the existing quality of life while accommodating an increasing density of development as redevelopment continues. This challenge of revitalizing existing urban areas, maintaining and restoring infrastructure, and sustaining high-quality municipal services can be more challenging than achieving infrastructure concurrent with new development. Assuring that new development “pays its own way” is relatively straightforward. Maintaining service standards and infrastructure in an existing developed area can be considerably more challenging, given the financial constraints and other obstacles facing redevelopment and revitalization projects.



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#### 3.1.3 Growth Management Components

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Chula Vista's Growth Management Program includes two components. The first involves establishing minimum Thresholds Standards for providing identified municipal facilities and services; the second involves controlling the rate of growth, itself. The reasons for the Growth Management Program include: maintaining a healthy fiscal base for the City; assuring qualitative project reviews and implementation; providing vibrant and varied neighborhoods; assisting the provision of affordable housing; and coordinating with adjacent jurisdictions and other agencies on issues that affect quality of life in the region.

The rate of growth influences the quality of life of the community, and, when excessive, can create stress on the community cohesiveness, the loss of a sense of place, and a potential degradation of community values caused by rapid increases in population.

Specific concerns regarding the excessive rate of growth include:

Avoiding absorption of more than a balanced regional "share" of growth; use of reserved future development areas in advance of projected regional growth.

Preventing uniformity of design, and lack of product diversity, and corresponding demographic homogeneity.

Overtaxing municipal operations, including public safety, library, parks, and recreation.

Lagging municipal revenues because of the lag of income-generating commercial development

Developing large areas and its associated infrastructure will lead to simultaneous aging and degradation of housing stock and capital facilities, leading to less efficient maintenance and replacement cycles.

Losing the opportunity to apply emerging planning principles and building technology.

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### **3.1.4 Threshold Standard Review**

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The City of Chula Vista's Growth Management Program, originally established in 1987, has successfully monitored and managed growth for nearly twenty years. Thresholds established for eleven areas affecting the quality of life in Chula Vista, including: traffic; police; fire and emergency services; schools; libraries; parks and recreation; water; sewer; drainage; air quality; and economics have helped the City maintain a positive image in the face of substantial development. Reviews and updates of the Growth Management Program not only look back on past performance, but look forward in a formal fashion to understand anticipated development and direct growth and services. Reviews and updates allow the City to successfully face challenges associated with revitalizing older portions of the City.

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### **3.1.5 Annual Reporting**

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The Growth Management Program uses specific Threshold Standards to analyze the adequacy of each facility associated with the eleven quality of life indicators. As part of the Program, the Growth Management Oversight Commission (GMOC) receives information annually to determine whether compliance is being maintained with each standard for the current time and forecasted condition. In addition, project-level reviews incorporate analyses of development impacts on facilities.

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### **3.1.6 Inter-agency Coordination and Cooperation**

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Few of the critical growth management issues facing Chula Vista are contained by jurisdictional boundaries. Decisions regarding growth and development within the City and the planning area will impact regional transportation, air quality, water, schools, and other issues. If not coordinated, impacts could be felt within the City and the region. Providing services that keep pace with growth and development requires coordination between City departments, outside agencies and service providers. A continuous open dialogue regarding growth projections and facility needs ensures the best possible outcome for meeting demand.



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### 3.1.7 Concurrent Public Facilities and Services

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#### **Objective - GM 1**

Concurrent public facilities and services.

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#### **Policies**

- GM 1.1** Maintain a set of quantitative level-of-service measures (Growth Management Threshold Standards) as a tool to assess the relative impact of new facility and service demands created by growth, and apply those standards, as appropriate, to approval of discretionary projects.
- GM 1.2** Appoint and provide staff support to the Growth Management Oversight Commission, which is authorized to administer the Growth Management Program and to prepare an Annual Growth Management Report.
- GM 1.3** Prepare detailed development forecasts and monitor development activity as it occurs in support of growth management program activities.
- GM 1.4** Provide growth forecasts and related information to City departments and other local government entities and request annual responses regarding their ability to provide services and facilities consistent with the Threshold Standards.
- GM 1.5** As part of the Growth Management Program, conduct an ongoing Development Monitoring Program focused on new development activity and related infrastructure and public facility construction to determine compliance with Threshold Standards and other City policies and programs.
- GM 1.6** Periodically review and revise the Threshold Standards to assure that they reflect current service delivery and measurement techniques and to assure their effectiveness at achieving quality of life goals.
- GM 1.7** Create and periodically update a set of Facility Master Plans for major municipal infrastructure and public facilities.

- GM 1.8** Adopt and periodically update Development Impact Fee Programs that assure that new development contributes a proportional share of funding for necessary municipal infrastructure and public facilities.
- GM 1.9** Require that all major development projects prepare a Public Facilities Financing Plan (PFFP) that articulates infrastructure and public facilities requirements and costs and funding mechanisms.
- GM 1.10** Provide incentives that make agreements attractive for major development projects. Agreements should be offered when items or concessions are sought that cannot be exacted through zoning and subdivision map requirements.
- GM 1.11** Establish the authority to withhold discretionary approvals and subsequent building permits from projects demonstrated to be out of compliance with applicable Threshold Standards.
- GM 1.12** Establish the authority for the City Council to impose limits on the total amount of development demonstrated to be out of compliance when such development, in aggregate, has or is forecasted to exceed Threshold Standards or otherwise negatively affect quality of life and public health, safety, or welfare of the City.
- GM 1.13** Establish the authority for the City Council to impose limits upon the rate of development, as needed, to assure that development occurs at an optimal rate that does not negatively affect quality of life and public health, safety, or welfare of the City.

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### **3.1.8 Healthy Economy and Fiscal Base**

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Managed and balanced growth is an essential part of sustaining a healthy economy and fiscal base in Chula Vista. Growth and related development results in a range of economic benefits associated with private and public investment, jobs, and retail sales. At the same time it is important for growth to be balanced, assuring long-term fiscal well-being by creating jobs and a retail sales base in proportion to new population. A healthy economy and fiscal base also requires that investment and development occur throughout the community, not only in newly developing areas. As Chula Vista matures, this reinvestment and revitalization will become the focal point of community development. New development also requires increased services to be provided that will have financial impacts upon the City.

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## Objective - GM 2

Provide adequate and sustainable fiscal base.

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### Policies

- GM 2.1** Achieve and maintain a balance of land uses within the City that assures residential development is complemented by expanded local employment opportunities, retail and commercial services, and recreation and entertainment venues; and that the City-wide mix of land uses provides fiscal balance between those that produce revenues and those that require public expenditures.
- GM 2.2** Require a Fiscal Impact Analysis to be conducted for major development projects that documents the project's effects upon the City's operating budget over time.
- GM 2.3** Prepare an Annual Fiscal Assessment of the City that considers the soundness of major infrastructure financing programs (e.g., Development Impact Fees) and the future prospects for overall fiscal balance of the City.
- GM 2.4** Consider fiscal effects of Growth Management Program components and balance its fiscal objectives with other community values.
- GM 2.5** Consider establishing a program that controls the rate of residential development as needed to assure a positive fiscal impact of new development and its ability to maintain the quality of life for all the City's residents.

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### 3.1.9 Vital Neighborhoods

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Vital neighborhoods are a key component of quality of life in Chula Vista. While the Growth Management Program focuses upon assuring adequate and concurrent infrastructure and services associated with newly developing areas, population growth is occurring throughout the City, due to demographic changes and the trend toward redevelopment and revitalization of older developed neighborhoods. Thus, the Growth Management Program must increasingly respond to growth in the City, regardless of where it occurs, and assure a high quality of life throughout the City.

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**Objective - GM 3**

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Create and preserve vital neighborhoods.

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## Policies

- GM 3.1** In addition to Facility Master Plans for newly developing areas, the City should prepare Facility Master Plans for older neighborhoods of the City that focus upon improving their local infrastructure and public facilities.
- GM 3.2** Adapt existing or establish new Threshold Standards to reflect the local circumstances and policy objectives for the Urban Core Area, major arterial commercial areas, and other portions of the City designated for urban densities.
- GM 3.3** Assure that all new and infill development within existing urban areas pays its proportional share of the cost for urban infrastructure and public facilities required to maintain the Threshold Standards, as adopted for its area of impact.
- GM 3.4** Create special financing programs and other development incentives that promote desirable urban revitalization and redevelopment projects in the Urban Core Subarea, major arterial commercial areas, and other portions of the City designated for urban densities, in order to fulfill the facility needs of the development in those areas while making such development economically feasible and meeting the goals and policies of the General Plan and the Urban Core Specific Plan.
- GM 3.5** Allow differential growth rates for portions of the City consistent with local planning and redevelopment objectives and City Council objectives.
- GM 3.6** Allow for adjustment of growth rates, as needed, to attract high quality and extraordinary cultural, entertainment, recreational, and educational facilities.
- GM 3.7** Consider additional methods to regulate or limit new development that is consistent with long-term planning goals and policies, and supports the public health, safety and welfare.
- GM 3.8** Encourage the creation of vibrant and varied neighborhoods and a diversity of housing types, including, housing affordable to a range of income groups, consistent with Housing Element objectives.

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#### 3.1.10 Regional and Intergovernmental Growth Management

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Maintaining key aspects of quality of life, including: schools; regional traffic capacity; air quality; energy conservation; and water quality require effective and persistent regional and intergovernmental efforts. The City of Chula Vista needs to, in cooperation with its neighboring local governments and inter-regional governments, build upon past efforts to address regional issues. Maintaining key aspects of quality of life, including schools, regional traffic capacity, air quality, energy conservation, and water quality require effective and persistent regional and intergovernmental efforts. The City of Chula Vista needs to, in cooperation with its neighboring local governments and inter-regional governments, build upon past efforts to address regional issues.

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#### **Objective - GM 4**

Provide support for regional and intergovernmental growth management efforts.

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### Policies

- GM 4.1** Where project entitlements or planning activities may affect traffic, water supply, air quality, or public facilities outside of City boundaries, work cooperatively with neighboring jurisdictions in responding to such problems and actively consult and cooperate with neighboring jurisdictions and SANDAG regarding sub-regional or project-specific land use planning concerns including: wherever possible, minimizing impacts upon regional transportation facilities; water supply; energy supply; air quality; sewage disposal; and economic balance.
- GM 4.2** Work cooperatively with state and regional agencies and sub-regional special districts to address issues affecting the quality of life in Chula Vista and the San Diego Region, including, but not limited to, air quality and transportation, which must be addressed on a regional basis.
- GM 4.3** Ensure that the City's building, development, and growth management regulations continue to support sustainable development, as discussed in the Land Use and Transportation Element.



- GM 4.4** Adapt the City's building, development and growth management regulations to assure compliance with regional air quality standards and goals, in accordance with established state and federal requirements.
- GM 4.5** Cooperatively plan and monitor the performance of water and sewage treatment agencies to assure adequate, timely, and cost-effective water supply and wastewater disposal, in accordance with established state and federal requirements.
- GM 4.6** Seek formal cooperation with other local government agencies, through such devices as memoranda of understanding and joint powers agreements, to coordinate sub-regional planning of transportation facilities, schools, parks, and recreation facilities, and regional open space bordering or serving Chula Vista.
- GM 4.7** Evaluate the potential of a joint powers agreement with the local school districts to support their efforts to build and maintain adequate school facilities, and to cooperate in providing recreational facilities to the community.

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### **3.1.11 Maintaining Applicable Development Threshold Standards**

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Threshold standards generally achieve the purpose of assuring that infrastructure and services necessary to serve new development are in place in a timely, concurrent manner. As the City matures, development occurs in varying patterns and densities. In addition, new ways of measuring service standards emerge. To remain relevant to changing development patterns and methods of providing services, the Threshold Standards used to measure the adequacy of services and facilities must remain flexible and may vary depending upon the location of development.

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### **Objective - GM 5**

Maintain appropriate and applicable Threshold Standards that reflect changing development patterns, location of development, and methods of providing services.

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## **Policies**

- GM 5.1** Create or modify Threshold Standards in a manner that recognizes emerging urban development and planning policy objectives within western Chula Vista, particularly the Urban Core Area, and other newly emerging urban-density areas.



- GM 5.2** Coordinate with City departments, outside agencies, and service providers to assure that Threshold Standards used to measure effective services and facilities reflect current service delivery and measurement techniques.
- GM 5.3** Require periodic review of Threshold Standards to determine their utility and effectiveness in achieving quality of life goals.
- GM 5.4** Revise and update the Chula Vista Growth Management Ordinance to assure that the Ordinance remains effective and efficient.

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#### 3.1.12 Annual Monitoring of Growth Management Implementation

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To effectively address development impacts, review of growth trends in Chula Vista should be held on an annual basis. Annual reviews allow the City to understand actual growth relative to projections, facility improvements relative to anticipated projects, and the effectiveness of service standards, in light of actual demand and response.

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#### **Objective - GM 6**

Conduct annual reviews of the effectiveness of the Chula Vista Growth Management Program.

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#### **Policies**

- GM 6.1** Monitor the issuance of building permits and development entitlement in order to determine and forecast the rate of future development.
- GM 6.2** Continue to actively solicit annual responses from the applicable service-providing agencies and City departments to the Growth Management Oversight Commission annual information request in order to judge current Threshold Standard compliance, growth impacts, facility improvements, maintenance issues, and funding opportunities.
- GM 6.3** Maintain a staffing and organizational structure that allows the City to monitor and manage the Growth Management Program.

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### **3.1.13 Coordinating With City Departments and Outside Agencies**

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Chula Vista is an integral part of the greater San Diego metropolitan area. Many issues affecting the quality of life of local residents transcend jurisdictional boundaries, such as economic conditions, traffic, air quality, open space, and population growth.

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#### **Objective - GM 7**

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Foster coordination and cooperation between City departments, outside agencies, service providers and adjacent jurisdictions.

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### **Policies**

- GM 7.1** Through the development monitoring process pursuant to Policy GM 6.1, produce development forecasts to appropriate City departments and outside agencies so that they periodically update their Facility Master Plans to plan for and provide needed facilities in a timely manner.
- GM 7.2** Participate in regional and sub-regional planning forums, including SANDAG's Regional Comprehensive Plan, or others that may address matters affecting the quality of life in Chula Vista and the San Diego region.
- GM 7.3** Review and comment on development proposals in adjacent communities to minimize potential environmental and economic impacts to Chula Vista.
- GM 7.4** Coordinate residential, commercial, and industrial development timing and phasing with construction in adjacent jurisdictions so as to coordinate the facilitation of appropriate traffic flow, water supply, air quality, sewage disposal, and regional economic balance.
- GM 7.5** Expand use of Memoranda of Understanding and Agreements to coordinate subregional planning in such areas as transportation facilities, schools, parks, and recreation facilities and regional open space.